**Durham-Orange Light Rail Transit Project** 



**December 2015** 



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## **List of Acronyms and Abbreviations**

Acronym/Abbreviation	Definition
AA	Alternatives Analysis
DCHC MPO	Durham-Chapel Hill-Carrboro Metropolitan Planning Organization
DEIS	Draft Environmental Impact Statement
D-O	Durham-Orange
D-O LRT	Durham-Orange Light Rail Transit
FEIS	Final Environmental Impact Statement
JCC	Jewish Community Campus
LRT	light rail transit
NCCU	North Carolina Central University
NCRR	North Carolina Railroad
NEPA	National Environmental Policy Act
NOI	Notice of Intent
PI	Public Involvement
ROMF	rail operations maintenance facility
UNC	University of North Carolina at Chapel Hill

# GO Triangle

#### **Public Involvement Overview**

#### 1. Introduction

Engagement with the public played a critical role during the development of the Durham-Orange Light Rail Transit (D-O LRT) Project throughout Project Development and strongly influenced the selection of the project alternatives that comprise the National Environmental Policy Act (NEPA) Preferred Alternative.

As the Project Team gathered and synthesized data to develop the Draft and Final Environmental Impact Statements (DEIS and FEIS), the Public Involvement (PI) Team worked diligently to reach out to all potentially affected individuals and businesses under the direction of the *Public Involvement Plan*.

#### 2. Objectives of Public Outreach Efforts

Public involvement strategies and methods were developed by the Project Team and the GoTriangle Board to meet the following objectives:

- **Education**: Enhancing the awareness and understanding of the D-O LRT Project to enable informed involvement and meaningful participation.
- **Collaboration**: Building trust and promoting lasting relationships with residents, businesses, agencies, government officials, project partners, and other stakeholders.
- **Inclusion**: Engaging stakeholders representing a full range of interests, values, and opinions.
- Transparency: Providing information in a clear, open, and timely manner.
- Accountability: Being visible and accessible to the public and other project stakeholders;
  reviewing, documenting and incorporating stakeholder input.
- **Responsiveness**: Responding to public inquiries in a timely manner.
- **Preparation**: Preparing project-area residents, businesses, and commuters for what to expect during Project Development and subsequent phases of the project.

The Project Team defined key groups for targeted and tailored messaging. These audiences include the following:

- **General Public**: Residents of the D-O LRT Project area, including those that are particularly interested in light rail transit and other transportation issues.
- **Elected Officials**: Local, regional, state, and federal officials who represent constituencies in the D-O LRT Project area and/or those serving on key transportation and funding committees.
- Media: Media outlets, community, college, ethnic, and other newspapers serving the D-O Corridor, and radio and television stations serving populations within the D-O Corridor.
- Corridor Residents: Residents who live within a half-mile of the light rail alignment and facilities.
- Corridor Businesses: Business owners and employees working within a half-mile of the alignment and facilities.
- **Transit Users**: Current transit users within the D-O Corridor, with specific emphasis on those who rely on transit for their mobility needs
- **Educational Institutions**: Students, their parents, and employees of universities, colleges, high schools, primary schools, and learning centers within the D-O Corridor.



- Community Groups: Groups that represent a geographic, demographic, environmental, ethnic, or social group that is within the D-O Corridor.
- Business groups: Chambers of commerce and other business groups that operate within the D-O Corridor.

#### 3. Overview of Public Involvement Activities

#### 3.1 Pre-Project Development Activities

The D-O LRT Project is a product of long-running studies of transit investment in the Triangle region that incorporate extensive public involvement. In 2006, the Capital Area Metropolitan Planning Organization and Durham-Chapel Hill-Carrboro Metropolitan Planning Organization (DCHC MPO), in partnership with the counties and local municipalities, convened a citizen advisory group to study transit investments that need to be in the area. In its final report issued in 2008, this Special Transit Advisory Committee recommended improved bus and local circulator services, funding options for transit investments, and further study of three corridors in the Triangle region that were well-suited for high-quality, high capacity transit services.

GoTriangle studied these three corridors, and during the course of the studies held over 19 public workshops and received more than 500 comments. The final Alternatives Analysis (AA) reports were released in April 2012. The *Alternatives Analysis for the Durham-Orange Corridor* selected light rail transit as the recommended technology and identified a locally preferred alternative alignment, which was approved by the DCHC MPO later that year. Shortly after the release of the AA for the D-O LRT Corridor, a Notice of Intent (NOI) to prepare an Environmental Impact Statement was published.

The NOI advised the public of multiple opportunities to submit comments on the scope of the environmental review of the D-O LRT Project, including at four scoping meetings. Comments received through the AA and scoping process led to changes and refinements to the locally preferred alternative and the study area within the D-O Corridor, including the addition of several alignment alternatives to be studied.

#### 3.2 Project Development Activities

To ensure maximum input and engagement in the project, the Project Team developed and executed an integrated and multifaceted marketing and public outreach strategy. This included engaging with the public through various approaches to accommodate the busy schedules of citizens, stakeholders, and business owners.

#### 3.2.1 Numerous Opportunities

#### 3.2.1.1 Public Workshops

More than a dozen public workshops were held during Project Development, providing opportunities for the public to obtain information, make comments, and speak directly with staff.

Workshops featured presentations that provided an overview of the project and up-to-date information. Visual, interactive, and video elements, including informational boards, renderings, and handouts, were integrated into the workshop to provide easily digestible information to the general public. Project representatives and technical specialists were available to explain the project and answer questions one-on-one.



Participants were encouraged to provide feedback at meetings by completing comment cards or submitting comments via e-mail or regular mail after workshops. After the workshops, materials were posted onto the project website (ourtransitfuture.com) for ease in reviewing. Translation and interpretive services were available at all public workshops.

As part of the formal NEPA process, the Project Team also held a public hearing in the Town of Chapel Hill and the City of Durham to solicit verbal comments on the project.

#### 3.2.1.2 Small Group Meetings

Project Team members held more than 300 meetings with small groups — more than 5,000 people — over the course of Project Development. These meetings, some of which were held at the groups' regularly scheduled meetings, allowed the Project Team to collect individual and collective feedback.

The Project Team reached out to professional organizations, neighborhood and business associations, minority and faith-based organizations, and other community groups. The Project Team also responded to meeting requests made by organizations that contacted the Our Transit Future office. Public involvement staff coordinated details and logistics for meetings with these groups. For most of these meetings public involvement staff developed customized presentations to best address the interests, location, and experience level of the group.

#### 3.2.1.3 Festivals and Special Events

The Public Involvement Team set up tables at major festivals, local fairs, and other community events to distribute information. These events allowed deeper conversations with people in less formal settings, and also helped reach people who may not have the opportunity to attend formal meetings. Triangle Transit brought project materials and displays and allowed people to sign up for the project email list.

#### 3.2.2 Accessible Opportunities

#### 3.2.2.1 Diverse, Accessible Locations

The Project Team took care to ensure that public meetings were held at different locations throughout the D-O Corridor, improving accessibility to project information for residents and other stakeholders across the region. All public workshops were held in American with Disabilities Act-compliant and transit-accessible facilities.

#### 3.2.2.2 Various Times

Meetings were held at different times of day to accommodate the busy schedules of workers and students in the communities. Meetings were often held in the evenings and on weekends.

#### 3.2.3 Accessible Information

#### 3.2.3.1 Project Website

Project documents were posted to the project's website, ourtransitfuture.com, to allow access to information at any time. The website served as a repository for project and planning documents and a simple method of referencing materials for public inquires.

# GO Triangle

#### **Public Involvement Overview**

#### 3.2.3.2 Information Requests

By contacting the Our Transit Future office or GoTriangle's office, interested parties were able to request existing project documents. Requests were filled on a first come, first served basis.

#### 3.2.3.3 Diverse Formats

The Project Team made significant efforts to provide information about the D-O LRT Project in a variety of formats that minimized the use of technical jargon and were easy for the general public to understand. The Project Team created a variety of printed materials, available both on the project website and at public events, including paper maps, answers to frequently-asked questions, and news articles, all of which were updated as the project progressed and milestones were met.

The Project Team also created a variety of interactive (online) and video resources. The D-O LRT Project flythrough video superimposed the alignment over satellite images of the D-O Corridor and was a powerful tool for helping the public to visualize the project. The project website included an interactive map that allowed visitors to see the project's alignments, stations, and maintenance facility alternatives in the context of existing streets and other landmarks. Renderings of stations and other project elements were developed to show how the light rail vehicles, stations, tracks, and elevated structures would look. Where appropriate, photographs, videos, and other project materials that showed similar projects across the nation were incorporated into presentations, flyers, and other materials to help the public understand the impact of the light rail system.

#### 3.2.3.4 Special Requests

The Project Team accepted all reasonable requests for meetings or presentations. Public Involvement staff coordinated with interested parties to arrange logistics and assemble relevant information.

#### 3.2.4 Collaborative Approaches

#### 3.2.4.1 Jurisdictional Meeting Collaboration

Members of the Project Team attended meetings held by elected officials and staff of the City of Durham, Town of Chapel Hill, and Durham and Orange counties when the subject heavily involved or affected the project (e.g., compact neighborhood design meetings, station area strategic infrastructure meetings, etc.).

#### 3.2.4.2 Agency and Organizational Meetings

Members of the Project Team also attended information fairs put on by colleges, universities, housing authorities, and others when the subject matter related to an impact of the project (e.g., transportation fairs, capital planning days, etc.).

#### 3.3 Project Development Highlights

#### 3.3.1 2013 Public Workshops

In November 2013, GoTriangle hosted three sets of public meetings as part of the NEPA process. These meetings were intended to:

Educate the public on the NEPA process



- Inform the public of the selection of light rail as the transit mode
- Describe how the input GoTriangle gathered through Scoping impacted the project
- Provide details of the alternatives carried forward in the DEIS
- Encourage the public to stay involved with the project and outline ways to do so

Overall, 207 people attended the November 2013 public meetings and 30 comments were received at the meetings or via email. Another 86 letters or inquiries were received from November 2013 through October 2014.

#### 3.3.2 2014 Property Owner Open Houses

Property owners affected by one or more of the alternatives were given the opportunity to correspond with project staff during open houses and webinars arranged exclusively to provide project details and answer questions related to their properties. These open houses and targeted outreach efforts were effective in introducing several members of the public to the project and often led to further discussion or invitations to future project meetings or briefings.

#### 3.3.3 2014 Public Workshops

In October 2014, the Project Team conducted a large publicity campaign to improve awareness of the first set of public meetings since entering Project Development and beginning development of the DEIS. Advertisements were bought in the major print media outlets (*The News and Observer, The Herald Sun, INDY Week*), the university papers (the *Daily Tar Heel* [UNC], *The Chronicle* [Duke University], and the *Campus Echo* [NCCU]), and niche papers: *The Triangle Tribune, The Pinnacle*, and *La Conéxion*. Radio spots also ran on WRAL and WRAZ sports radio stations.

The City of Durham allowed the project to distribute a "fast facts" sheet and meeting flyer to every water and sewer customer in Durham. A company called Flyer Guys was also contracted to post flyers on popular posting boards across the D-O Corridor. Postcards also were mailed to every property within a half-mile of the proposed alignments that were being studied as part of the NEPA process.

Attendance at the November workshops was robust with nearly 500 attendees over the four workshops. Meeting participants submitted feedback via the comment form and online survey about what factors should be most important as the Project Team deliberated the different alternatives.

#### 3.3.4 Railroad Corridor Alignment Shift

In December 2014, the North Carolina Railroad Company (NCRR) gave the Project Team updated requirements regarding the distance needed between their tracks and the project's, based on a capacity study NCRR developed. These updates necessitated several refinements in the D-O LRT Project alignment through downtown Durham.

As the Project Team worked on these refinements, the Public Involvement staff sought to update elected officials and stakeholders on the changes in the project. The Project Team held standing meetings with stakeholders like the City of Durham and Duke University and began appearing before the DCHC MPO and the Durham City Council monthly to update them on the development of the DEIS, changes in the alignment, and timeline moving forward.

From January through March, the Project Team contacted property owners along the downtown corridor to show them the new plans and to receive input and feedback on how the project's negative



impacts could be alleviated. The Public Involvement staff mailed letters to affected residents in the downtown section of the D-O Corridor advising them of changes in the project. Two open houses were held to allow residents and property owners to see updated plans and ask questions of the project staff.

#### 3.3.5 Corridor Tours

As the DEIS was being finalized and the downtown Durham alignment refined, several elected officials and municipal staff informed the Project Team that they needed more information to help them give their feedback. They found it difficult to understand the impact of the project on existing conditions along the alignment.

To address these concerns, the Public Involvement staff developed a corridor tour to allow the council members and staffs the opportunity to review the latest plans with our staff in the field. Each tour covered the entire alignment and provided participants with the opportunity to ask questions of project staff who accompanied the tour. Five tours were held over a two month period. These tours allowed the Project Team to get timelier and more meaningful feedback about decisions in the project, while also giving the Project Team the benefit of the officials' and staff members' knowledge of the area, its history, and concerns that their constituents had expressed to them.

#### 3.3.6 Spring Public Meetings

Meetings were held in March to provide opportunities for local governments to weigh in on the project alternatives before the selection of the NEPA Preferred Alternative. This allowed elected bodies to hear citizen concerns and consider those comments as they issued their preferences. The March meetings provided detailed data regarding the alignment from UNC Hospitals to Ninth Street. The Project Team continued to examine the impacts of the downtown Durham refinement and scheduled another round of meetings in June to solicit input from the public and share the results of those findings.

In March, ads were placed in the major print media outlets except for *The News and Observer*; instead, we worked with the *Durham News* and *Chapel Hill News* to provide more specialized focus on residents and businesses within the D-O Corridor. PI staff placed ads in the campus papers, with the exception of the *Campus Echo*, because of its publication schedule. We continued advertising in the *Triangle Tribune* and *La Conéxion* to target African American and Hispanic populations. Flyers were distributed at popular facilities across the alignment and news alerts were e-mailed through the project mailing list.

At the three March meetings, available data pertaining to the "key decisions" was shared, allowing participants to indicate alignment or station location preferences based on quantitative data. These meetings attracted close to 200 people.

For the June events we advertised in a number of media outlets; the university ads moved to their online platforms since the students were out of school for the summer. We scheduled radio and website ads with Radio One, which manages four urban radio stations in the Chapel Hill/Durham area and targeted specific zip codes of interest to better reach affected minority communities.

The highlight of the June meetings was the unveiling of the preliminary NEPA Preferred Alternative. The release of the staff recommendation encouraged citizens to submit questions and provide comments on the project.



#### 3.3.7 Property Owner Outreach

After the March workshops, with the release of the data and increased attention being paid to the project, the Public Involvement staff received more requests for meetings from concerned property owners and civic groups, such as the Sierra Club.

Small meetings were held with businesses along US 15-501, Alston Avenue Station area residents, and local homeowner associations. Meetings were also held in the homes of potentially affected property owners. One of the most notable groups of property owners was residents of the Downing Creek neighborhood. Located just south of NC 54 near the Town of Chapel Hill, Downing Creek was in the vicinity of the C2 and C2A and project alignments. In April, members of the community requested a meeting with GoTriangle. The Project Team eventually held two meetings with groups from Downing Creek and posted presentations, video materials, and answers to questions posed by community members on a newly created sub-page on the project website.

#### 3.3.8 ROMF Outreach

After receiving additional public comments from residents in the Farrington Road area and from Durham City and County officials and staff, Public Involvement staff scheduled additional public meetings for residents in the vicinity of the proposed rail operations and maintenance facility (ROMF) sites. In June, two sites were still under consideration: Farrington Road and Cornwallis Road.

Construction of the Farrington Road ROMF would require the acquisition of six residences, and the site borders a property eligible to be a historic district and is near a 55+ senior living community, Culp Arbor. The Cornwallis Road ROMF borders a Jewish Community Campus (JCC) with a synagogue, community center, and two charter schools.

The PI staff coordinated with the Culp Arbor property management to hold a community meeting in their club house and with the JCC to hold a meeting for Cornwallis Road area residents on their campus. Letters were mailed to residences and property owners within a half-mile of the alignment.

Both meetings drew significant attention from the surrounding communities and word of mouth was very effective for drawing people to the meeting. More than 100 people attended the Farrington Road ROMF presentation and close to 80 individuals attended the Cornwallis Road ROMF meeting. Both communities expressed concerns about facilities that would not fit into the current character of the community. The Farrington Road area has a long history of involvement with transportation projects, most notably Interstate 40 and associated improvements. The Cornwallis Road area contains one of the first Jewish community resources of its kind and the JCC is actively working to expand its campus.

Following these meetings about the ROMF sites, the presentations, answers to questions, and additional reference materials were posted to a sub-page of the project website.

To assist elected officials and municipal staff who would be instrumental in the site approval to understand the impact of an ROMF, the Project Team organized a trip to tour the Charlotte Area Transit System vehicle maintenance facility. Elected officials, municipal staff, and several other interested citizens accompanied the Project Team on a tour of the facility, listened to a presentation about the facilities planning and implementation, and heard from transportation, transit, planning, and public works staff about their work on the facility.

Following these meetings, the Farrington Road site was selected as the NEPA Preferred Alternative. To involve the community in a discussion about ways to mitigate the impact of the ROMF, PI staff organized a workshop devoted to the design of the ROMF. This workshop attracted close to 200 residents and was



focused around gathering community concerns with the facility and possible ways those concerns could be addressed. Residents were broken up into small groups with moderators asking the participants which concerns were most troubling to them. The Project Team assembled renderings and other source materials to provide references as to what types of screenings and architectural treatments could be used on the building.

To advertise the meeting, letters were mailed to residents within a half-mile of the ROMF. Community members and neighborhood association leaders were encouraged to share the meeting announcement with their neighbors. In cases where we suspected that public mailing records were inadequate, the PI staff hand delivered letters to current residents. Yard signs were placed within area neighborhoods and we encouraged word of mouth communication.

#### 3.4 DEIS and Public Comment Period

#### 3.4.1 Outreach

During the public meeting periods, media outlets increased their coverage of the project. Dozens of articles were published thorough November 2015. After several articles included inaccurate, misleading, or incomplete information, the Public Involvement team contacted area bloggers and reporters and invited them to a media briefing at which the Project Team reviewed the project's history, timeline, purpose and need, routing, and long-term regional transit plans. The team also answered questions about the DEIS process and future stages for the project. The briefing was a meaningful way to reach out to the media, provide accurate and complete information about the project, and explain GoTriangle's legal obligations during the DEIS public comment phase.

The PI team also worked with the media outlets to advertise the DEIS publication and comment period. Ads were purchased in the major publications including their online platforms:

- The Durham News: Legal notice about publication and weekly displays regarding the workshops, public hearings, and comment period
- The Chapel Hill News: Legal notice about publication and weekly displays regarding the workshops, public hearings, and comment period
- The Herald Sun: Legal notice about publication and semi-weekly displays regarding the workshops, public hearings, and comment period
- INDYWeek: Weekly displays regarding the workshops, public hearings, and comment period
- Triangle Tribune: Weekly displays regarding the workshops, public hearings, and comment period
- La Conéxion: Weekly displays regarding the workshops, public hearings, and comment period
- The Daily Tar Heel: Two display ads per week
- The Chronicle: Two displays per week
- Radio One Approximately 35 commercial spots per week, on-air mentions, and digital advertising
- WUNC 12 mentions per week
- Curtis Media Group 385 spots over the course of the month



Emails were sent to the project's mailing list of over 3,000 subscribers. Letters were mailed to addresses within a half-mile of the alignment and yard signs were placed along the alignment.

#### 3.4.2 Public Engagement during the Comment Period

Over 1,400 comments on the DEIS were provided during the public comment period. As comments and questions were received, the Project Team and consultants organized the comments by topic area. The Public Involvement Team strived to answer questions or clarify information about the process within seven days by posting responses to our "Frequently Asked Questions" page on the project website. Citizens received emails advising them when responses to their questions were available on the website. This method allowed everyone to review question responses in the same format and though a uniform method.

During the DEIS public comment period, PI staff continued to take part in committees and coalitions that revolved around the project, attend festivals and community events, and respond to meeting requests as appropriate. The Project Team also attended city and town council meetings and MPO and county board meetings to answer process and timeline questions.

News alerts and reminders were sent continuously through the comment period to remind citizens of key project deadlines.

#### 4. Public Involvement Going Forward

#### 4.1 D-O LRT Project Office

As the project moves into the next phase, the Project Team plans to establish a project office. The D-O LRT Project Office will be the central point of communication with Federal Transit Administration and external parties, including elected officials and the general public. Project staff and key consultants will be collocated in the project office and the D-O LRT Project Management Team will continue to hold weekly progress meetings to minimize the duplication of effort and project delays. The *Document Management and Control Plan* will identify how project materials and correspondence will be shared within the project office.

The D-O LRT Project Office will draft the Communication and Public Involvement Plan based on feedback received and through further examination of what was most effective during AA and Project Development. This plan will build upon the public involvement goals, strategies, and methods listed above.

#### 4.2 Engineering

During the Engineering phase, the D-O LRT Project Office plans to increase its communications and public involvement staff by adding an additional public involvement specialist. In coordination with the D-O LRT Project Office and its agency partners, the Communications and Public Involvement staff will be responsible for developing, updating, and implementing the *Communications and Public Involvement Plan*, a plan designed to support the timely and successful completion of the D-O LRT Project in a manner that is consistent with community values and expectations, as well as federal and local requirements. The goals of the plan will be to accomplish the following:

Develop and maintain broad public understanding and support of the D-O LRT Project



- Build trust and support transparency by communicating regularly with residents, businesses, and groups within the D-O Corridor
- Encourage maximum public input into the Project Development process by providing numerous and varied opportunities for public participation
- Maintain ongoing communication with project partners and keep elected officials and funding partners informed regarding the D-O LRT Project and its status
- Ensure key project messages are consistent, clear, and responsive to changing needs

These goals may evolve and expand as the *Communications and Public Involvement Plan* is fully developed during Engineering.

The plan will include key messages that will frame outreach activities. These messages will be developed by the Communications and Public Involvement team in coordination with the D-O LRT Project Office, and will be reviewed and refined on a regular basis. The plan will strongly emphasize careful coordination among the project partners as a means to ensure clear and consistent communications. Public outreach elements of the plan are likely to include the following:

- Ongoing updates to the existing project website
- Project fact sheets for distribution at public meetings and posting on the D-O LRT Project website
- A list of frequently-asked questions on the D-O LRT Project website
- A monthly newsletter
- A project telephone information and comment line
- A speaker's bureau
- Public information meetings, public hearings, and open house events
- Informational meetings as requested by community-based groups and other stakeholders
- Media events, news releases, and editorial board meetings at key stages of the D-O LRT Project
- Media kits

#### 4.3 Construction

As the project moves toward Construction, videos and other informational materials may be developed to educate the public about safety issues.

Construction will have relatively short-term impacts on residents and businesses within the D-O Corridor. Prior to Construction, the D-O LRT Project Office will prepare a detailed Construction Communication Plan in conjunction with the advisory committees. The Construction Communication Plan will include strategies to keep the public informed regarding construction activities and to mitigate negative impacts from construction. These strategies will include the following:

- Regular construction updates on the D-O LRT Project website
- A downloadable brochure on the D-O LRT Project website that includes information about construction activities
- A 24-hour construction hotline



- Advance written notice of roadway and driveway closures
- Advance written notice of public utility interruptions
- Construction notices via local media and the project website

#### 4.4 Program Evaluation

The D-O LRT Project Office will monitor issues and concerns related to the project on a regular basis, and will correspondingly adjust the *Communications and Public Involvement Plan* and community involvement strategies as needed. Throughout the project, the D-O LRT Project Office will collect public comments and feedback through a variety of channels, including the following:

- Advisory committee meetings, including committee members and general public attendees
- Input obtained from comment cards and feedback forms distributed at public involvement meetings and open house events
- Public comments and questions submitted to the dedicated project e-mail address
- Public comments and questions submitted to the public telephone hotline